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ANNUAL REPORT
AND

RECOMMENDATIONS

**MARYLAND COUNCIL
for
HIGHER EDUCATION**

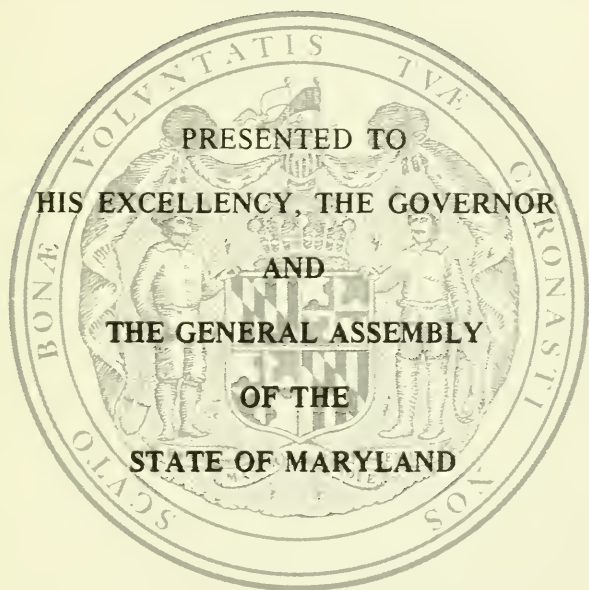


To His Excellency, THE GOVERNOR
AND THE GENERAL ASSEMBLY OF THE STATE OF MARYLAND

ANNAPOLIS, 1972

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EIGHTH ANNUAL REPORT,
AND RECOMMENDATIONS
OF THE
MARYLAND COUNCIL FOR HIGHER EDUCATION .



1970/71

1972

ANNAPOLIS, MARYLAND

STATE OF MARYLAND
MARYLAND COUNCIL FOR HIGHER EDUCATION

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*APPOINTMENT EFFECTIVE DECEMBER, 1971



MARYLAND COUNCIL FOR HIGHER EDUCATION
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The Honorable Marvin Mandel, Governor
State of Maryland
Executive Department
Annapolis, Maryland 21404

Your Excellency:

In accordance with the provisions of the laws of Maryland, the Maryland Council for Higher Education has the honor to present to you and the General Assembly its eighth *Annual Report*. Included in this document is the report of the Council's activities, the progress and results of studies undertaken or completed this year and, most importantly, appropriate plans and recommendations for the improvement of higher education in the State.

Major activities of the Council during the past year were devoted to projects such as the development of a formula budgeting framework for State institutions of higher learning, the study of auxiliary facilities and their financing on public college and university campuses, the development of student residency guidelines for public institutions, and, as a result of the Council's comprehensive facilities planning, the development of manuals for facilities classification and procedures for facility inventories, as well as the continued improvement and enlargement of the State's higher education information system, including publication of several volumes of higher education planning statistics. During the year, the Council, in cooperation with other State agencies, evaluated the State's student financial aid programs and assisted in the preparation of a new student aid proposal which will be presented to the 1972 General Assembly for consideration. The Council published an updated edition of its publication entitled *Financial Aid Programs in Maryland Public and Private Institutions of Higher Education*, originally requested by the Legislature during the 1970 General Assembly in order that High School guidance counselors and their students might be better informed of federal, State and local financial assistance available. These and other activities are highlighted in the body of this *Report*.

The Council sponsored, as one of its notable activities of the year, its second Governor's Conference on Higher Education which this year focused on the theme: "Accountability: Higher Education and the General Welfare of Maryland." The Conference, through its addresses and workshops, examined the most pertinent questions and issues in the areas of the nature, structure, expansion and delivery of higher education in Maryland. More than 300 citizen leaders, educators and members of the legislative and executive branches and agencies of State government participated in the change-oriented one-day Conference which was concluded by your own forceful address.

In this *Report* the Council presents for consideration and action its recommendations on these and other matters important to the improvement of higher education and pledges its continued dedication to the task of planning and coordinating the orderly growth of higher education in the State of Maryland.

Respectfully yours,

A handwritten signature in dark ink, appearing to read "W. P. Chaffinch".

William P. Chaffinch,
Chairman

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Chapter I

RECOMMENDATIONS

The Maryland Council for Higher Education has the statutory responsibility to make recommendations to:

The Governor of the State of Maryland
The General Assembly
The Governing Boards of Institutions of Higher Education
and
Appropriate State Officials

These recommendations are designed to implement the MASTER PLAN FOR HIGHER EDUCATION in terms of the Council's responsibility for:

Programs for orderly growth and overall development of the State system of public higher education

Recommendations regarding statewide coordination of the activities of the public institutions of higher learning academically, administratively and fiscally

Presentation of plans and recommendations to meet higher education needs of students and society

Achievement of the most effective and economical utilization of the State's resources devoted to higher education.

§ A. RECOMMENDATIONS TO THE GOVERNOR
AND THE GENERAL ASSEMBLY
OF THE STATE OF MARYLAND

St. Mary's College of Maryland

1. St. Mary's College should come under the jurisdiction of the Board of Trustees of the State Colleges as of July 1, 1972, and the present Board of Trustees of St. Mary's College be the initial appointees to the Board of Visitors of St. Mary's College to perform functions similar to those of the Boards of Visitors of the other State Colleges.

St. Mary's College is the only public four-year institution having a separate Board of Trustees. It is now a full four-year college having the role and scope of other institutions under the jurisdiction of the Board of Trustees of State Colleges. For the past five years, the Maryland Council for Higher Education has recommended that this institution come under the jurisdiction of the Board of Trustees of State Colleges.

Elimination of Teacher Tuition Waiver

2. The tuition waiver for students in teacher education programs be discontinued with the provision that students now in the waiver program be provided with the tuition waiver for the remainder of their undergraduate degree program in accordance with the regulations which now pertain.

The need for additional teachers in the State's elementary and secondary schools has been declining for the last several years. The Council has been projecting in its publications this declining need for a number of years, and has therefore, recommended that the tuition waiver for teacher education majors be discontinued in the State Colleges and the University of Maryland. A bill to eliminate tuition waiver was passed in the 1971 legislative session, but was vetoed by the Governor because of technical deficiencies. The Council recommends that a new bill eliminating the teacher tuition waiver be passed. Approximately \$2,000,000 per year will be available for higher priority

other purposes as a result of eliminating tuition waiver at this time.

Public Aid to Private Higher Education

3. The State should provide annually, during the State's fiscal year, public support to non-profit private higher education in Maryland by continuing a grant in aid to these institutions based on \$500 per Bachelor's Degree and \$200 per Associate of Arts Degree awarded during that fiscal year. Additionally, the State should:

1. Grant \$200 per advanced degree (Master, First Professional, Doctorate)
2. Restrict the above support to only those institutions which are non-profit private regionally accredited degree granting institutions

Verification of the number and type of degrees granted at these institutions should be based on official reports on file with the Maryland Council for Higher Education, which is part of the Council's ongoing statewide higher education data system.

The Council encourages the continuance of the subvention to the non-profit, private colleges which was begun in 1971. The financial plight of these colleges in Maryland need not be belabored here. This subvention will not only prove to be an economical use of the State's resources, but will hopefully help maintain the diverse offerings in programs that these institutions afford to the citizens of this State.

The Council is recommending an increase in aid to these institutions by awarding \$200 per graduate degree conferred. Normally it is about three times as costly to the institution to educate a graduate student, depending on level and program, as opposed to educating an undergraduate student. Available statistics reveal that the individuals with advanced degrees who continue to reside in Maryland will earn more and thus contribute more tax revenue to the State in addition to their expertise in their chosen fields. The two hundred dollars suggested here will only partially meet the rising costs of graduate

education, but it is felt that such a grant is, at least, a necessary subvention at this time.

It has been indicated in the recommendation that the Council is equipped to provide the State with the necessary information concerning degrees granted on which these awards are based. Since the Council is developing a statewide higher education data and information system it seems economical and appropriate that the Council's records be the source of verification of the number of degrees granted at the private institutions.

Charge Back

4. A statewide system of community college charge back be initiated under which students may attend community colleges outside their own political subdivisions to the extent that space is available. The student's subdivision pay that portion of the total operating cost of the college which is paid by the political subdivision for the college which the student attends, as well as an overhead fee per student fixed by the State Board for Community Colleges. The student is eligible to attend an out-of-county college if the college offers a program not offered in the college of the home county, or if the home county does not have a community college.

(State Board of Community Colleges concurs in the above proposed legislation.)

The growth of the community colleges in Maryland is due in part to the offering of a technically oriented education to students who neither desire nor need a four-year college program. While these programs fill a definite need, they result in a substantial investment in specialized facilities and equipment, and a high cost per student. It is advantageous to extend the opportunity provided by a developed specialized program to as many students as possible, and not attempt to duplicate programs in other colleges where enrollments will be small.

Extension of programs beyond county boundaries at the present time results in the student paying not only his share of the cost, but also the share of the cost paid by the county. This

additional cost of approximately \$400 to the student is sufficiently high so as to effectively prohibit free movement of students to colleges offering specialized programs, and results in unnecessary duplication of programs and facilities in neighboring counties. Also, a small county not having a community college penalizes its residents by not making college opportunity available, or the county must operate a very small college usually at a high cost. A system that allows for free movement of students across county lines for programs not offered in their home county needs to be initiated in Maryland. This system is known as "charge back".

There are three major benefits to a charge back system.

1. The cost per student of the program is reduced by allowing for a broader base of student participation, thereby reducing the cost of the program to the subdivision.
2. Unnecessary duplication of programs and facilities can be eliminated by sharing of facilities and programs among subdivisions.
3. A student can pursue a specialized program of his choice at the same cost as students pay in the county where the college is operated because the student's home county pays the county share of the operating cost plus an overhead fee for the use of facilities.

Funding for Community Colleges

5. State participation in funding for community colleges be based on the following maximums:
 - a. Fewer than 500 FTE students — \$2,000 per FTE student
 - b. 501-600 FTE students — \$1,900 per FTE student
 - c. 601-700 FTE students — \$1,800 per FTE student
 - d. 701-800 FTE students — \$1,700 per FTE student
 - e. 801-900 FTE students — \$1,600 per FTE student
 - f. 901-1000 FTE students — \$1,500 per FTE student
 - g. 1000+ FTE students — \$1,400 per FTE student

In community colleges of less than 1000 FTE students, the counties pay 28% of the per student cost of operation, the student pay the weighted

average of the tuition of the county community colleges as a whole, and the State pay the difference between the sum of the county and student's payment and the maximum amount as defined above.

The Maryland Legislature in the 1971 session approved State participation of funding community colleges to a maximum of \$1400 per full-time equivalent student per year. This overall support level adopted by the State allowed for consistency in the level of State funding among the community colleges, the State Colleges, and the University in that faculty salaries in the three segments could be at approximately the same level when compared to similar institutions nationally, and student/faculty ratios could be at acceptable levels when compared nationally.

While the level of support for the community colleges as a whole seems reasonable in light of the State funding level for the four-year colleges, this support level is placing an unusually heavy burden on the local units in the case of the very small colleges.

The small colleges are finding that the \$1400 per student maximum State participation figure is not realistic at the present time, because a high student/faculty ratio is not possible in a small institution where a limited diversity of programs needs to be offered in order to service the community, faculty salaries must be reasonably competitive with alternative employment and other institutions, and certain fixed costs exist regardless of the institutional size. In fiscal 1970, for example, the cost per credit hour at two of the smallest community colleges in the State was \$68.30 and \$64.70 compared to an overall community college cost of \$45.80. The present State maximum allows for State participation in funding up to \$46.66 per credit hour, thereby requiring additional funding participation from either the student or the local unit. Since the philosophy of community colleges is to provide as inexpensive a college education as possible to the student, the additional burden is usually placed on the local unit which in many cases cannot afford or will not provide the additional funds.

It is important to remember that the small community colleges are not small by choice but are small because they offer equal educational opportunities to areas of low population

density. The future, therefore, of these institutions is not bright as long as all community colleges receive State funds based on a maximum amount geared to the costs primarily determined by the larger institutions.

Cost of the recommendation:

The following table shows the estimated cost of implementing the above recommendation for fiscal 1973 if the institutions are at the maximum expenditure per student. It can be seen that the additional aid would require \$1.1 million in additional State funds for fiscal 1973.

College	F.T.E. Students	State Aid Proposed	Existing State Aid	Additional Cost
Charles C.C.	723	\$668,052	\$506,100	\$161,952
Cecil C.C.	443	505,020	310,100	194,920
Chesapeake C.C.	489	557,460	342,300	215,160
Dundalk C.C.	400	456,000	280,000	176,000
Frederick C.C.	843	718,236	590,100	128,136
Garrett C.C.	235	267,900	164,500	103,400
Howard C.C.	803	684,156	562,100	122,056
Total	3936	\$3,856,824	\$2,755,200	\$1,101,624

Seed Money for Community Colleges

6. Local public community college boards should have available seed money, provided by the State through the State Board for Community Colleges, for planning and operation prior to the opening of new community colleges. Such funds should be requested by the State Board for Community Colleges for that purpose when necessary.

(State Board for Community Colleges concurs in the above proposed legislation.)

The Community College segment in Maryland has increased in total enrollment from 1,452 in 1955 to 42,351 in 1970. It is projected by the Council that the community colleges will have in excess of 100,000 students by 1980.

This large anticipated growth means that substantial planning must be accomplished in advance in order to make provisions for the future facilities and program offerings that

will be necessary to accommodate the growth. In cases where new institutions or campuses are needed, it is essential to have a president and staff on hand several years prior to the actual opening of the institution in order to spearhead the planning effort.

In the past, the local units have had to bear the full cost of providing for advanced planning by personnel brought in ahead of the actual appearance of students on the campus because all State operational money for community colleges is tied to actual full-time-equivalent students formula. Seed money would allow the State to participate in adequately funding this very important initial planning effort.

7. Faculty and Administrative Salaries

As a result of the Study of Faculty and Administrative Salaries at State Colleges, the University of Maryland and the community colleges, in which the Council participated, in conjunction with the Department of Budget and Fiscal Planning and Personnel, the Council recommends the following:

- a. The goal for the level of faculty salaries in Maryland public institutions should be at the 75th percentile of comparable institutions, nationally. As a step in this direction, the Council recommends that for the 1971-72 academic year (effective January 1, 1972) faculty salaries be at a level which will allow equity with the 55th percentile of comparable institutions as reported and projected by AAUP. Specifically, effective January 1, 1972, all faculty in the State Colleges, the University of Maryland and St. Mary's College be allowed a 6.8% increase in annual salary. The minimum percent increase per faculty member shall be 4.5% with the additional 2.3% to be distributed by the institution on the basis of merit. Criteria for merit and processes for appeal procedures be initiated by the institutions in order to be effective by July 1, 1972.
- b. A permanent committee composed of representation from the Council for Higher Education, the State Colleges, the University of Maryland, the

State Board for Community Colleges, the Department of Budget and Fiscal Planning, the Department of Personnel, two representatives of the University of Maryland Faculty and two members of the State College Faculty Senate be established to review salary data and make annual recommendations to the Governor for assuring equity salary levels for faculty in Maryland institutions.

- c. The State Board for Community Colleges adopt salary guidelines that will provide consistency between community college faculty salaries, and the salaries of faculty in the four year colleges.
- d. The Administrators in State Colleges and St. Mary's College be transferred to the regular State classified employees salary plan effective January 1, 1972. Each administrator shall be placed at the grade on the present State employees salary scale consistent with his present grade and step. The conversion of the present State employees salary plan effective January 1, 1972 shall be applicable to these administrative positions. Classification studies shall be conducted by the Department of Personnel to assure that the classifications of administrators are at the appropriate level.
- e. The University of Maryland present a plan of how administrators at their campuses can fit into an arrangement similar to that described above for fiscal 1974.
- f. The State Board for Community Colleges adopt salary guidelines that will provide consistency between community college administrative salaries, and the salaries of administrators in the four year colleges.

(Nothing in this recommendation should be construed as being in violation of any Federal requirements determined under the National wage/price freeze, Phase II.)

8. Auxiliary Facilities

The Council, as a result of its study of auxiliary facilities in Maryland public institutions (see Chapter V), supports the follow-

ing recommendations on buildings and operating dormitories:

- a. Operating expenses of residential facilities in Maryland public colleges should in time be made to be completely self-supporting. Beginning in the fall of 1973, dormitory charges to students should be increased to the extent that the present State subsidy can be reduced by 10%. In subsequent years, an annual reduction of 10% in the State subsidy with a corresponding increase in student charges should occur so that in 10 years the operating expenses of residential facilities are completely self-supporting. Accurate records of residence hall occupancy should be maintained on an annual basis so that the effect of the increasing residential charges on occupancy can be evaluated. If the increased charges are determined to be detrimental to the residential level of the colleges, the policy of complete self-support should be reevaluated at that time.
- b. To minimize the additional financial burden on students living in residential dormitories, especially if such facilities are to be made self-sustaining with respect to operating costs, new efforts should be made to find a method of financing that would reduce the amortization costs of new facilities.
- c. In future construction of residential facilities, extension of utilities, roads, and site preparation required specifically for that facility, should be considered to be part of the cost of construction of the residence hall. Beyond that, utility extension, roads, and site preparation within the campus complex, should be borne by the State.

Student Financial Assistance

9. The present student financial assistance programs be reorganized into a coordinated system of student financial assistance, based on the "package approach" which utilizes to the fullest extent federal funds available for this purpose, grant funds available to the institutions, loans available

from banks participating in the Maryland Higher Education Loan Corporation programs, job opportunities, and State grants to needy students based on a uniform needs analysis system.

The Council endorses the recommendations of the Governor's Task Force on Student Financial Aid programs as the most realistic and effective means of accomplishing these objectives.

The Council introduced the "package approach" concept of student financial assistance in its 1967 Annual Report and has supported a recommendation embodying that concept several times since. Basically the aid "package" makes it possible for a student to receive a combination of self-help and work, parent's contributions, loans, scholarships, and grants based on need to pay for his college education.

This "package" system of delivering financial assistance makes possible the most effective and efficient use of the available funds by assuring that a general grant does not go to a student who can qualify for an "earmarked" grant. The recommendations in the Governor's Task Force Report provide a realistic method of accomplishing the State's student financial assistance objectives, and make existing State financial aid funds available to greater numbers of students.

§ B. RECOMMENDATIONS TO SEGMENT BOARDS
OF INSTITUTIONS OF HIGHER EDUCATION
IN MARYLAND

Justification for Continuance of Programs

10. The public and private institutions of higher education through their respective boards should place responsibility upon the presidents of the institutions under their jurisdiction to justify the continuance of programs from which fewer than ten students have been graduated annually throughout the last five years.

Considerable investment of funds is required to offer a major in any of the State's colleges or universities. Good administration attempts to assure student enrollment up to a level which makes the offering of any program an economical operation. Whenever the annual number of graduates of a program falls below a critical number, the president should be required to justify the continuance of that program to his governing board.

The Council does not believe that the number of graduates is the principal criterion for deciding the life of a program. As a matter of fact, any given set of courses may be an integral part of the total offerings in other disciplines for which there is sufficient enrollment demand. Nevertheless, student enrollment should be an element of consideration in the making of decisions relative to the future of a program.

The basic intent of this recommendation is to require a serious reconsideration of any low-enrollment, high-cost programs unless they meet very real needs and satisfy demands of society.

Low-Enrollment High-Cost Occupational Programs

11. The State Board for Community Colleges should designate selected community colleges as the institutions for specializing in particular low-enrollment, high-cost occupational programs.

The Council's document, entitled *Maryland Higher Education Planning Statistics 1971*, (Volume 1) "Degrees Granted . . ." during the school year ending June 30, 1970, and the two Program Inventories published prior to that reveal that there is a definite trend in the duplication of occupational programs in the community colleges of the State. Some of these programs require expensive facilities and equipment which, in and of itself, forces upward the cost of educating the students enrolled therein. The cost becomes almost prohibitive when the number of graduates produced in each program is a small one. Furthermore, the specialized equipment and facilities involved often cannot be used in other occupational programs.

The State Board for Community Colleges is in the best position to coordinate the diverse offerings of the State's community colleges and, through close working relationships with the local boards, can effectively achieve the intent of this recommendation and the quality of programs and the savings that would result.

Credit for Courses by Examination

12. The higher education institutions through their boards should develop and/or extend policies and procedures whereby students may reduce the length of time required to secure degrees and certificates by earning credit for courses by examination and through the performance of relevant service activities and work experience.

The desire to shorten the period of study for degrees, to make education more relevant to the goals of the students, and to fulfill educational objectives more efficiently have contributed to considerable academic experimentation in colleges and universities. Experiments are being conducted along the lines of the Open University in England, the "free university" advocated by progressive-minded students, the development of programs which combine effectively work experience with college education, and the accrediting of high schools to provide certain lower division college work. The "University Without Walls" movement, for example, which is receiving current consideration in higher education and financial support from public and private sources

will require that credit by examination or by performance of service activities and work experience become established procedures.

Whatever opportunities can be made available to a student at any point in his college career to earn credit for courses through examination and relevant service activities and work experience would be in harmony with efforts being made in higher education to expedite a student's education. There is no reason why the institutions of higher education in Maryland should be laggard in facilitating the movement of students toward acquisition of degrees.

Reciprocity

13. The State Board for Community Colleges should work with the local boards of community colleges in developing reciprocity arrangements for students in other counties in order to avoid the practice of unnecessarily duplicating low-enrollment, hi-cost programs which are available at institutions within a reasonable commuting distance but not offered in their home counties.

The State Board for Community Colleges should work with the local boards of community colleges to make available to students a wider range of program offerings than is usually found in any given political subdivision. This can be done by tapping the resources of neighboring counties through agreements which can be mutually beneficial to the counties concerned. Students who are within a reasonable commuting distance of an institution in another county which provides a program which is not available in their county of residence should have the opportunity to enroll in the program in much the same manner as they could in their home county. This kind of opportunity is particularly important in the case of programs requiring expensive facilities and equipment and which often tend to enroll a relatively small number of students. The duplication of such programs in adjacent county colleges is not an economical use of the State's resources.

Student Residency

14. The University, the State Colleges and the community colleges, through their boards, adopt the Council's guidelines on student residency for tuition purposes as their official policy for determining the residency status of a student for payment of tuition fees.

Articulation between the public institutions of higher education is a matter of particular concern in statewide planning. Students should be able to move through the public sector of higher education knowing that their classification as residents/non-residents will remain constant, barring any status change on their part.

In this regard, the Council, at the request of Lt. Governor Blair Lee, III, has been studying the residency policies as they apply to the University and the colleges in Maryland to ascertain to what degree a unified policy may be helpful. At the same time, studies were made of legislation proposed and passed by other states to determine to what extent legislation on this matter might be necessary in Maryland.

It was the opinion of the Council's Ad Hoc Committee on Student Residency that residency requirements would better be formulated as educational policy rather than by legislative act. Educational policy accepted by all the institutions of higher education, would offer the benefits of common agreement without the rigidity which is often the result of legislation. The Council, therefore, developed a set of guidelines as they pertain to residency requirements for tuition purposes for statewide use. These guidelines are stated in Chapter V of this *Report*.

Higher Education Information System

15. As part of the development of a statewide information planning system, each segment board and the M.I.C.U.A. should appoint two members of an inter-institutional planning committee for management systems, one member to represent their board and one member to represent the management of one of the institutions involved: and

further, that each segment board provide the staff service necessary to coordinate and promote this cooperative management effort within their segment as part of the statewide system.

The planning and management techniques which are being developed make it possible to use existing data to determine long-range resource implications of planning decisions. In the past, the techniques were too complicated to enable institutions, segment boards, coordinating boards and government officials to estimate with reasonable accuracy the costs and the benefits of various proposals for new programs, or new policy decisions, and to take into account the cost and implications of alternate courses of action. Technological break-throughs now make such planning and management techniques feasible and practical. It must be pointed out that although the systems have been developed and a few institutions have successfully used these techniques on a pilot basis, their implementation requires the commitment of time and the obtaining of staff with keen analytical ability and an understanding of the educational objectives to be achieved.

The Council feels that the State of Maryland, through the Maryland Council for Higher Education, working with the segment boards, and the institutions should make a concerted, coordinated effort to use these new planning and management techniques to improve the effectiveness of resources that it devotes to higher education in the State. Failure to take advantage of these techniques could very well result in waste of State funds, unnecessary duplication of effort, a lack of objective bases for determining priorities, and an ineffective allocation of scarce resources.

The difficulty of developing a statewide planning and management information system should not be underestimated. The Western Interstate Commission for Higher Education (WICHE) has worked for a number of years in the development of the necessary techniques. At the national level, the federal government has considered the development of such a System so essential that it has established the National Center for Higher Education Management Systems. The experience of those who have worked with the National Center for Higher Education Management Systems is that it is highly desirable to establish an

inter-institutional committee composed of *top level officers* from all segments of higher education to advise the State coordinating agency concerning the implementation plan and the necessary steps in this development, and that representation from private institutions also be included. The highest staff leadership of both the institutions and the agencies should be involved in the overall planning efforts. This inter-institutional advisory committee should concern itself with development of a plan and a timetable for implementation. Among the functions of the committee would be:

- a. Work with the Council to promote the use of planning and management systems in Maryland public and private institutions.
- b. Select pilot institutions and periodically evaluate the progress of pilot implementation projects.
- c. Seek federal support for State agencies and institutions involved.
- d. Make inputs to the National project as a result of Maryland's experiences with State projects.
- e. Provide primary communication link between the National project and State institutions.
- f. Develop training programs for use in the State.
- g. Establish ground rules for information exchange between institutions.
- h. Establish ground rules for aggregation of data to higher levels in the State.
- i. Consider best way to implement statewide models when available.
- j. Promote Maryland as pilot implementer of Nationally developed statewide models.
- k. Report periodically to the MCHE the progress of their work.

The Council believes that the greatest progress in developing a statewide institutionally coordinated higher education management system can be made by working cooperatively with the respective boards and their institutions. In at least one State, legislation has been passed mandating that the WICHE system be used by the publicly supported institutions of the State. Some other States are considering such legislation. However, the Council believes that at this stage of development, legislation may not be necessary if the proposed project has had an

opportunity to succeed on a voluntary basis.

Centralized Library Automation

16. In order to expedite acquisitions and library processing, library automation should be implemented at the State Colleges by fiscal 1973, and such automation should be centralized at the University of Maryland College Park campus.

Recent library studies show that State College library collections fall below nationally recognized standards. Over the past decade an increasing number of higher education institutions throughout the nation, including the University of Maryland, have used automation as a means to increase the efficiency of making purchases of library materials as well as to speed up the processing of the materials once they are received by the library so that they are more readily available for use by the students and faculty at the institution.

Since the University of Maryland at College Park has used library automation successfully for nearly ten years, it would be economical and efficient to include the State College library acquisitions and processing within the existing University library automation system in order to better utilize the University's facility and expertise in this area.

Capital Planning Personnel

17. The segment boards of public higher education should support the establishment, where appropriate of a position for a full time institutional planner at institutions within their administrative purview.
 - a. A report entitled *The Outlook for Maryland's Higher Education Facilities Needs* prepared by Robert Heller Associates, Inc. included an observation that several public higher education institutions have facilities considerably larger than required for present enrollment, some of which may never be fully utilized, and in other cases the

facilities appeared to be significantly out of balance in comparison with function and need. On the other hand the consultants observed that some institutions have decided shortages in certain types of space. The consultants stated that the combination of substantial excesses at some colleges and shortages in others suggested that the present system of facilities planning and control does not by itself assure a balance between what is required and what is built.

- b. The Council's Committee on Institutional Facilities made a study to determine the extent, nature, and cause of this imbalance in facilities. *The Committee discovered that one of the primary causes was the lack of adequate trained staff in some instances to accomplish the essential planning.* Over the past few years, staff personnel for planning have been provided at the segment board level and at a few of the institutions. These staffs have demonstrated the advantages of having full time rather than part time planners.
- c. The planning staffs are able to work directly with the faculty at the institutions to develop the program of requirements to meet the educational program needs. The close coordination of the educational and facilities programs results in facilities which are more effective, more economical to build and operate, and better suited to the changing needs of the future.
- d. The Committee recommends that the planning personnel be responsible for: the development and maintenance of an educational and facility data base; the review and analyses of data as they affect space; the coordination of the preparation of master plans, and annual capital budgets and development of necessary projections to support the foregoing, and the coordination of the preparation of the educational specifications and program of requirements for capital projects.
- e. Whenever a new position is recommended, the question of cost-effectiveness/savings arises, and should. A planner on a campus who can achieve

an annual savings in space equivalent to one classroom for thirty students would pay for his salary for two or more years. An average classroom costs over \$30,000 to build now, and in future years will cost twice that much. This is a relatively low level goal in terms of savings for such a planner.

- f. The public segment boards now have facilities planning personnel. As the numbers and sizes of institutions grow, the demands on these staffs will increase. The boards should continue to evaluate the composition and size of their planning staff for facilities in order to achieve more effective and more economical planning and development of instructional and supporting facilities. Where the size of an institution or other considerations will not justify the establishment of a full time planner at the institution, the boards should provide this service. It is realized that the community colleges are governed by local boards who will be responsible for evaluating the need for full time planning personnel on each campus; however, it is deemed appropriate that the State Board for Community Colleges encourage the establishment of these positions where warranted.

Revision of Capital Programming Instructions

18. The segment boards should include in their instructions for capital programs the requirement and procedures for use of consultants for advance planning of facilities of a complex nature in order to insure that facilities will not be in excess of or unsuitable to the institution's needs.

The Council's Committee on Institutional Facilities observed that some facilities were not being planned to meet an institution's specific needs and would result in excessive capital and operating costs. For example, a science facility planned by faculty and administrative personnel at one institution was programmed at a cost of over 8 million dollars, and if built as programmed, would not have properly met the institution's

needs and would have resulted in excess operating costs. A private consultant was engaged to restudy the program. As a result, the cost of the facility was reduced to about 4 million dollars and the effectiveness of use and economy of operation greatly improved.

The wide range of educational and supporting programs makes it infeasible and uneconomical to support full time consultants at board or institutional level for all types of facilities. Furthermore, there are advantages to being able to select one or more private consultants for a complex project. Outside consultants must remain current in their field of proficiency, and also have an opportunity to engage in more diverse projects than a full time staff member. This greatly enhances their value in preparing the program of requirements for a building in advance of architectural planning.

The present instructions for the advance planning of complex capital projects do not establish the requirement and criteria for use of consultants for advance planning. It is recommended that the segment boards revise their present instructions to include this requirement and the criteria, and related procedures for use of consultants. In the interest of insuring objectivity, and a more uniform level of services and reports by consultants, the segment boards should hire or contract for the consultants and exercise general supervision over their performance.

Environmental Studies at Horn's Point

- 19. The Board of Regents of the University of Maryland give top priority to and intensify its present efforts in the development of programs in environmental studies and expedite the utilization of the facilities at Horn's Point for this purpose.**

The Council, in its *Seventh Annual Report*, recommended that the Board of Regents seek funds for the immediate implementation of a Center for Environmental and Estuarine Studies at Horn's Point and that it make every effort to develop the Center, not as a University Branch, but as a highly specialized institution whose programs would be coordinated with those of other higher education institutions, avoiding duplication

of those programs which are offered or can be better offered in other institutions.

The Council recognizes that the University has been busy during the year developing plans and programs for the Center. The Council urges the University to present its plans to the Council at the earliest possible time so that appropriate recommendations can be made for including the necessary funds in the appropriations to be considered by the 1972 General Assembly.

Chapter II

STATISTICAL EVIDENCE

ENROLLMENTS

The total number of full-time and part-time students in Maryland Institutions of Higher Education reached 149,007 in the fall of 1970, an increase of 8.3% over 1969's total of 137,592. Of these 90,646 or 61% were full-time students and 58,361 or 39% were part-time students.

A total of 41,294 students or 27.7% of the State total attended public community colleges, 16.3% of the students attended State Colleges, 35% of the students attended various branches of the University of Maryland and private colleges and universities serve 21% of the students.

Full-time equivalent students (FTE) are equated by adding full-time students to 1/3 of the part-time students. The State increased 7% from 102,927 FTE to 110,562 FTE from fall 1969 to fall 1970. The four year State Colleges had a 20.6% increase, the largest of the three segments. Details on enrollment data are available in Table I.

ENROLLMENT PROJECTIONS

The Maryland Council for Higher Education has developed a computerized enrollment projection model for forecasting enrollment in public and private institutions in Maryland. The model estimates total enrollment for a given year allowing for inputs of actual or hypothetical data on births, high school enrollments and high school graduates, migration patterns, college enrollment and survival rates. The total enrollment is distributed by type of institution.

The model allows for the estimation of future enrollments

based on the continuation of past trends, or alternatives to current trends based on various assumptions such as changes in educational policy, changes in the economy, etc.

The Council model projections for the fall of 1971 were less than one-half of one percent in error—less than 700 students in a total enrollment of 160,000. The accuracy of the projections over time remain to be seen, however, the short range projections from the model have been very accurate for the two years that the model has been in use. It is anticipated that the 1970 census data, when available, will provide a basis for meaningful update of the model's long range projections.

The following detailed projections for fall 1972, and long range to 1981 provide a basis for planning for the growth and development of higher education in Maryland.

Tuition and Fees in Maryland Public Colleges

Table 2 shows that total tuition in Maryland Public Colleges range from a high of \$589 at the University of Maryland at College Park campus to a low of \$258 at Catonsville Community College.

Appropriations for Higher Education

The appropriations for public education for fiscal year 1972 are shown in Table 3. The increase for higher education from State General Funds for fiscal 1972 over fiscal 1971 was \$20,342,440 or 17.0%.

Degrees Conferred 1970-71

The Council requires the colleges and universities of the state to submit statistical information which cover the full (whole) range of the institution's activities. The Certificates and degrees awarded annually by the colleges and universities, constitute an important frame of reference for an evaluation of the institutions

academic efficiency in meeting the social and economic needs of the State within the scope of the financial resources which they are allotted. Consequently, data on certificate and degree production are provided the institutions and interested state officials, but under no circumstances is such data to be accepted as the sole criteria for determining the value of the contributions and services which the institutions render to the citizens of the State.

Between July 1, 1970 and June 30, 1971, there were 3,322 associate degrees conferred, and the degrees are broken down into major program classifications, as recorded on the HEGIS forms (Table 4a). These degrees were reported from both public and private institutions. Table 4B indicates that 176 one year certificates were awarded by public and private colleges and universities while 64 two year certificates were issued from a number of the same institutions (4c).

Bachelors degrees were awarded to 12, 514 (Table 4d), and 602 first professional degrees were awarded during the same period (Table 4e).

Finally, Maryland's colleges and universities conferred 3,204 master's degrees (table 4f) and 562 doctor's degrees (table 4e).

While the data on certificates and degrees included here are primarily usable in revealing the scope of the operation, in depth analysis of their significance can be made through examinations of the more detailed degree production statistics available in the Council's office. At a later time this information will be available in another of the comprehensive volumes which will be issued by the Council to selected agencies and individuals in order to facilitate the systematic planning and coordination of higher education activities within the State.

TABLE 1

ENROLLMENT AT STATE APPROVED MARYLAND COLLEGES & UNIVERSITIES
FOR FALL 1970 AND PERCENTAGE INCREASE OVER 1969

Institution	Total '69 FTE ¹	1970			1970			Total '70 FTE	% FTE Increase
		Undergraduate		Total	Graduate		Total		
		Full-Time ²	Part-Time		Full-Time	Part-Time			
<i>Community Colleges:</i>									
Alegany Comm. Coll.	625	762	316	1078	—	—	—	867	38.7
Anne Arundel C.C.	1685	1501	1432	2933	—	—	—	1978	17.4
Catonsville C.C.	2953	2601	2980	5581	—	—	—	3594	21.7
Cecil Comm. Coll.	190	140	299	439	—	—	—	240	26.3
Charles Co. C.C.	501	327	730	1057	—	—	—	570	13.8
Chesapeake College	382	291	362	653	—	—	—	411	7.6
Comm. Coll. of Balt.	3923	3172	3199	6371	—	—	—	4238	8.0
Essex Comm. Coll.	2018	1846	2296	4142	—	—	—	2611	29.4
Frederick Comm. Coll.	978	672	540	1214	—	—	—	764	13.7
Hagerstown Jr. Coll.	1230	858	463	1321	—	—	—	1012	3.5
Harford Jr. Coll.	—	994	1238	2232	—	—	—	1406	14.3
Howard Comm. Coll.	—	248	363	611	—	—	—	369	—
Montgomery Coll.-Rock.	3797	3661	2349	6010	—	—	—	4444	17.0
Montgomery Coll.-T.P.	1586	1265	1209	2474	—	—	—	1668	5.2
Prince Geo. Comm. Coll.	3852	3369	2866	6235	—	—	—	4324	12.3
TOTAL COMM. COLL.	24392	21575	20776	42351	—	—	—	28496	16.8
<i>State Colleges:</i>									
Bowie State Coll.	1043	1274	356	1630	—	667	667	1615	54.8
Coppin State Coll.	1153	1228	248	1476	138	323	461	1556	35.0
Frostburg State Coll.	2182	2005	115	2120	—	180	2103	—	3.6
Morgan State College	4248	4223	90	4313	91	703	794	4986	17.4
Salisbury State Coll.	1041	1247	159	1406	—	169	169	1356	30.3
St. Mary's Coll. of Md.	473	782	66	848	—	—	—	804	70.0
Towson State Coll.	6293	5840	3065	8905	115	1253	1368	7394	17.5
TOTAL STATE COLL.	16433	16599	4099	20698	344	3295	3639	19814	20.6
<i>University of Maryland:</i>									
UM-College Park	31563 ³	25032	1679	26711	3623	3830	7453	30493	— 3.0
UM-Baltimore City	2618	797	11	808	1933	410	2343	2870	10.0
UM-Baltimore County	2179	2795	158	2953	16	6	22	2865	31.5
UM-Eastern Shore	683	646	130	776	—	—	—	689	0.9
UM-University College	3548	—	10098	10098	—	959	959	3685	4.0
TOTAL UNIV. OF MD.	40591	29270	12076	41346	5572	5205	10777	40602	0.0
TOTAL PUBLIC	81416	67444	36951	104395	5916	8500	14416	88912	6.7

TABLE 2

RANK ORDER OF
FULL TIME UNDERGRADUATE RESIDENT TUITION AND REQUIRED FEES
For
MARYLAND PUBLIC INSTITUTIONS, 1971-72

<i>Institution</i>	<i>Tuition 1 Year</i>	<i>Required Fees</i>	<i>Total</i>
1. University of Maryland-College Park	\$460	\$129	\$589
2. University of Maryland-Baltimore County	460	129	589
3. St. Mary's College of Maryland	300	143	443
4. Chesapeake College	350	86	436
5. Frostburg State College	200	220	420
6. Morgan State College	200	215	415
7. Montgomery College-Rockville	350	44	394
8. Montgomery College-Takoma Park	350	44	394
9. Towson State College	200	175	375
10. Charles County Community College	336	35	371
11. Salisbury State College	200	155	355
12. Howard Community College	300	50	350
13. Frederick Community College	300	50	350
14. Harford Junior College	300	50	350
15. Garrett Community College	300	44	344
16. Anne Arundel Community College	300	44	344
17. Cecil Community College	300	39	339
18. Community College of Baltimore	300	35	335
19. Coppin State College	200	125	325
20. Allegany Community College	250	70	320
21. Bowie State College	200	115	315
22. University of Maryland-Eastern Shore	260	40	300
23. Hagerstown Junior College	250	42	292
24. Essex Community College	225	44	269
25. Dundalk Community College	225	40	265
26. Catonsville Community College	225	33	258

Source: MCHE Reports on file (as reported by the institution)

TABLE 3

State of Maryland
Appropriations for Public Education Showing Allocation
for Higher Education Operating Purposes for Fiscal Year 1972
with Percentage Increase over Fiscal Year 1971

Item	General Fund			Total ^a		
	1971	1972	Percent Change	1971	1972	Percent Change
St. Mary's College	1,209,918	1,735,994	43.5	1,834,603	2,492,855	35.9
Univ. of Md. & St. Board of Ag.	71,655,638	81,100,943	13.2	106,913,677	122,306,901	14.4
State Scholarship Board	3,683,642	3,811,543	3.5	3,683,642	3,811,543	3.5
State Colleges:						
Bowie	2,758,377	3,560,127	29.1	3,982,557	5,185,165	30.2
Coppin	2,124,362	2,505,424	17.9	2,433,110	2,824,260	16.1
Frostburg	4,078,825	4,278,407	4.9	6,032,590	7,052,473	16.9
Salisbury	2,094,265	2,626,432	25.4	2,791,213	3,676,979	31.7
Towson	7,634,825	9,209,931	20.6	12,306,326	15,452,444	25.6
Morgan	5,726,850	7,125,086	24.4	9,800,934	11,711,652	19.5
Board of Trustees	939,050	1,214,050	29.3	985,050	1,214,050	23.2
Maryland Council for Higher Education	266,463	316,697	18.9	266,463	316,697	18.9
Maryland Higher Education Loan Corp.	442,047	376,447	-14.8	442,047	376,447	-14.8
State Board for Community Colleges	17,209,042	22,304,663	29.6	17,209,042	22,304,663	29.6
Total Higher Education	119,823,304	140,165,744	17.0	168,681,254	198,726,129	17.8
All Other Education	352,017,808	339,119,747	- 3.7	403,878,081	394,695,609	2.3
Total Public Education	471,841,112	479,285,491	1.6	572,559,335	593,421,738	3.6

SOURCE: Based on the Fiscal Digest of the State of Maryland for Fiscal Years 1971, 1972

^aIncludes General, Special and Federal Funds.

TABLE 4a

Number of Associate Degrees conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Agriculture & Nat. Resources	1	—	—	—	1
Business & Management	303	—	—	18	321
Communications	9	—	—	—	9
Education	588	—	—	26	614
Engineering	91	—	—	26	117
Fine & Applied Arts	57	—	—	—	57
Health Professions	13	—	—	—	13
Law	2	—	—	—	2
Public Affairs & Services	3	—	—	—	3
Interdisciplinary Studies	1129	—	—	46	1175
Business & Commerce Tech.	210	—	—	25	235
Data Processing Tech.	153	—	—	—	153
Health Services	367	—	—	17	384
Mechanical & Engr. Tech.	95	—	—	—	95
Natural Science Tech.	14	—	—	—	14
Public Science Related Tech.	126	—	—	3	129
TOTAL	3161	—	—	161	3322

Source: HEGIS V

TABLE 4b

Number of One Year Certificates conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Business & Management	—	—	—	50	50
Business & Commerce Tech.	31	—	—	—	31
Data Processing Tech.	29	—	—	—	29
Health Services	—	—	26	—	26
Mechanical & Engr. Tech.	3	—	—	—	3
Natural Science Tech.	4	—	—	—	4
Public Service Related Tech.	32	—	—	1	33
TOTAL	99	—	26	51	176

Source: HEGIS V

TABLE 4c

Number of Two-Year Certificates conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Biological Sciences	—	—	—	8	8
Business & Management	—	—	—	24	24
Fine & Applied Arts	—	—	—	1	1
Theology	—	—	—	8	8
Health Services	12	—	—	—	12
Interdisciplinary Studies	—	—	—	11	11
TOTAL	12	—	—	52	64

Source: HEGIS V

TABLE 4d

Number of Bachelor's Degrees Conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Agriculture & Nat. Resources	—	—	71	—	71
Architecture	—	—	5	—	5
Area Studies	—	—	75	18	93
Biological Sciences	—	132	238	159	529
Business & Management	—	125	882	954	1961
Communications	—	—	124	—	124
Education	—	1189	949	261	2399
Engineering	—	—	344	214	558
Fine & Applied Arts	—	55	195	265	515
Foreign Languages	—	60	125	80	265
Health Professions	—	28	362	140	530
Home Economics	—	19	119	41	179
Law	—	—	7	6	13
Letters	—	206	478	358	1042
Library Science	—	—	16	—	16
Mathematics	—	106	120	83	309
Military Sciences	—	—	50	—	50
Physical Sciences	—	42	89	99	230
Psychology	—	108	267	175	550
Public Affairs & Services	—	—	38	5	43
Social Sciences	—	615	954	642	2211
Theology	—	—	—	93	93
Interdisciplinary Studies	—	3	465	260	728
TOTAL	—	2688	5973	3853	12514

Source: HEGIS V

TABLE 4e

Number of First Professional Degrees conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Health Professions	—	—	228	95	323
Law	—	—	136	106	242
Theology	—	—	—	37	37
TOTAL	—	—	364	238	602

Source: HEGIS V

TABLE 4f

Number of Master's Degrees conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Agriculture & Nat. Resources	—	—	25	—	25
Area Studies	—	—	20	2	22
Biological Sciences	—	—	24	13	37
Business & Management	—	14	86	102	202
Communications	—	—	13	—	13
Computer & Info. Sciences	—	—	—	2	2
Education	—	473	404	380	1257
Engineering	—	—	68	61	129
Fine & Applied Arts	—	—	17	55	72
Foreign Languages	—	—	26	35	61
Health Professions	—	—	88	115	203
Home Economics	—	—	19	—	19
Letters	—	7	105	75	187
Library Science	—	—	164	3	167
Mathematics	—	20	48	13	81
Physical Sciences	—	33	41	39	113
Psychology	—	—	19	14	33
Public Affairs & Services	—	—	139	—	139
Social Sciences	—	37	127	157	321
Theology	—	—	—	15	15
Interdisciplinary Studies	—	—	—	107	107
TOTAL	—	584	1433	1188	3204

Source: Hegis V

TABLE 4g

Number of Doctorate Degrees conferred in Maryland Institutions of Higher Education between July 1, 1970 and June 30, 1971, by major field of study, by segment

Major Field of Study	Public			Private	Total
	Two Year	Four Year	University		
Agriculture & Nat. Resources	—	—	18	—	18
Area Studies	—	—	1	1	2
Biological Sciences	—	—	31	38	69
Business & Management	—	—	3	—	3
Education	—	—	91	7	98
Engineering	—	—	37	27	64
Fine & Applied Arts	—	—	6	7	13
Foreign Languages	—	—	—	11	11
Health Professions	—	—	2	17	19
Letters	—	—	34	16	50
Mathematics	—	—	29	9	38
Physical Sciences	—	—	56	25	81
Psychology	—	—	14	1	15
Social Sciences	—	—	27	47	74
Interdisciplinary Studies	—	—	—	7	7
TOTAL	—	—	349	213	562

Source: Hegis V

Table 5a
ENROLLMENT PROJECTIONS FOR FALL 1972
BY SEGMENT

	Undergraduate		Graduate	Total
	Full Time	Part Time		
University of Maryland	32,076	11,687	11,440	55,203
State Colleges	19,487	4,543	4,500	28,530
Community Colleges	27,724	27,017	-----	54,741
TOTAL PUBLIC	79,287	43,247	15,940	138,474
Private Institutions	14,411	10,191	6,529	31,131
TOTAL	93,698	53,438	22,469	169,605

Source: MCHE Enrollment Projection Model,
November, 1971

Table 5b
TOTAL ENROLLMENT PROJECTIONS FOR MARYLAND INSTITUTIONS
BY SECTOR
1972 - 1981

	Total Public	Total Private	Total
1972	138,474	31,131	169,605
1973	148,438	30,970	179,408
1974	158,239	30,924	189,163
1975	167,856	31,008	198,864
1976	176,860	31,146	208,006
1977	185,419	31,373	216,792
1978	193,299	31,641	224,940
1979	200,094	31,879	231,973
1980	205,519	32,027	237,546
1981	210,063	32,157	242,220

Source: MCHE Enrollment Projection Model
November, 1971

Chapter III

PROGRAMS

New Program Review Procedures

One of the more notable accomplishments of the Council during the past year in the area of higher education programs was the adoption of new Program Review and Recommendation Procedures. Before the Council adopted new procedures on September 1, 1971, representatives of the three segment boards had opportunity to participate in the development and refinement of the procedures.

The official text of the Program Review and Recommendation Procedures document is as follows:

I. RATIONALE FOR STATEWIDE APPROACH TO ESTABLISHING NEW ACADEMIC PROGRAMS

The decision to initiate a new program should be based on the extent to which it can be expected to meet the higher education needs of the State's population and the changing social and technical requirements of the economy.

The introduction of a new program should be consistent with the Master Plan for the orderly growth and overall development of the State system of public higher education.

The introduction of a new program should contribute to a unified endeavor and the Statewide coordination of the academic activities of the public institutions of higher learning.

The establishment of a new program should be effected in a manner which will contribute to the most effective and economical use of the State's resources.

II. *PRESENT FRAMEWORK WITHIN WHICH NEW ACADEMIC PROGRAMS ARE ESTABLISHED*

A. *The Maryland Council for Higher Education*

1. The Council creates a Master Plan to meet State higher education objectives.
2. The Council investigates needs throughout the State for undergraduate, graduate, adult, professional and technical education and for research facilities.
3. The Council reviews program proposals submitted to it by the segment boards and presents its plans and recommendations for the establishment and location of new programs to the governing boards and appropriate State officials.

B. *The University Segment*

1. The Board of Regents of the University of Maryland authorizes and maintains departments, colleges, and schools within their established branches.
2. At the same time that the Board of Regents receives a program proposal from one of its institutions, it submits a copy to the Maryland Council for Higher Education for its recommendations.

C. *The State College Segment*

1. The Board of Trustees of the State Colleges authorizes all departments of instruction in the State Colleges.
2. At the same time that the Board of Trustees receives a program proposal from one of the State Colleges, it submits a copy to the Maryland Council for Higher Education for its recommendations.

D. *St. Mary's College of Maryland*

1. The Board of Trustees of St. Mary's College of Maryland has jurisdiction over its single institution, with the power to govern and manage the said institution.
2. The president of the institution submits program proposals to the Maryland Council for Higher Education for its recommendations.

E. *Community College Segment*

1. The local community college boards approve curricula subject to minimum standards fixed by the State Department of Education, Division of Certification and Accreditation, and the State Board for Community Colleges.
2. The State Board for Community Colleges reviews and advises upon all curriculum proposals for newly established community colleges and for proposed major additions to or modifications of programs in existing community colleges.
3. The State Board for Community Colleges assists the Maryland Council for Higher Education in its preparations of plans and recommendations for the establishment and location of new programs relating to the community colleges.
4. At the same time that the State Board receives a notice of intent or a program proposal from a local or regional community college, it submits a copy to the Maryland Council for Higher Education for its consideration and subsequent recommendations.

F. *The State Department of Education*

1. The State Department of Education exercises an accrediting function by determining whether new programs meet the minimum requirements prescribed for all public and private educational institutions of all levels with regard to the issuance of all certificates, diplomas, academic, professional, or university degrees.

G. *Other State Officials and Agencies*

1. The State Department of Budget and Fiscal Planning requests that the Council designate and submit those programs for which it recommended approval and those for which it did not recommend approval. These recommendations are considered in that agency's preparation of the State's operating budget.
2. The Department of State Planning requests the Council to submit to it, amongst other things, the recommendations the Council has made for new programs

which require new or additional facilities or major alterations to existing ones. These recommendations are considered in that agency's preparation of the State's Capital budget and in its recommendations for capital outlay.

III. *PROGRAM REVIEW AND RECOMMENDATION PROCEDURE*

A. Early Notice of Intent to Develop a New Program

The segment boards should encourage their institutions to forward to them, and they in turn to the Council, notices of intent to develop new programs as soon as the decision is made to go forward with further planning.

The Master Plan for Higher Education in Maryland provides for notices of intent during program development; in practice, however, program planning has often proceeded for months and in some cases for years before a proposal is brought to the attention of the segment board or the Council. Examples exist where two institutions were planning similar programs without either being aware of the plans of the other. The results of this lack of communication are unnecessary duplication of staff effort at several institutions and later at the board level or Council level when they determine whether the program is needed and/or whether the program need is already being met at another institution.

Further, the fact that a long time is sometimes spent in planning at only the institution level can create undesirable pressures at the segment and Statewide level to respond hastily. In some cases, an institution has already made plans for hiring new faculty before the board or the Council has taken into account the segment and Statewide needs.

The desirability of strengthening the relationships among the institution, the segment board and the Council at the very

early stages of program planning and preparation is not expressed to preclude the review of any programs arising out of unusual circumstances. PROVISIONS SHOULD ALSO BE MADE FOR "OUT-OF-SCHEDULE" REVIEW OF PROGRAM PROPOSALS UNDER EXTRAORDINARY CIRCUMSTANCES.

B. Elimination of Fragmented Approach to Program Review

The Council should establish a clear cut calendar for its receipt of program proposals, taking into account the time required for staff and consultant work, the time needed for the Council's Program Committee consideration, and the date on which the Council can be expected to make its recommendations. Provisions should also be made for "out-of-schedule" review of program proposals under extraordinary circumstances.

A fragmented approach to preparation, presentation, and review of programs makes it difficult if not impossible to place institutional proposals in perspective, and to consider them as part of the total mission, role and scope of an institution, as part of the State's master plan for higher education, and to see the relationship of the program to the segments' plans for their institutions. In addition, the frequent meetings to consider program proposals on a piecemeal basis was a major factor in change in procedure which formerly did involve the judgment of very capable people on the Role and Scope Committee. A proposed calendar for the review and the recommendations for new programs is not intended, however, to preclude "out-of-schedule" reviews warranted by unusual circumstances.

	PROGRAM PROPOSALS RECEIVED FROM JUNE TO DECEMBER	PROGRAM PROPOSALS RECEIVED FROM DECEMBER TO JUNE
Staff Work on Proposals:	December-January	June-July
Sent to Council Committee:	Upon receipt, but not later than February	Upon receipt, but not later than August
Council Committee Consideration:	March	September
Issuance of Council Recommendations:	*April-May 1	*October
*Implementation as soon as final approval of appropriate Board is given and funds are available.		

C. Evidence that New Programs are Considered as Part of the State System of Higher Education

The segment boards should include, as part of their agenda item which contains consideration for action of new program proposals, the Council's position and recommendations regarding the programs under consideration. The minutes should also include reference to the Council's position and recommendations.

The State has long recognized the need for coordination particularly to prevent unnecessary duplication of programs. The Council is the agency which provides the mechanism which insures that the Statewide as well as the institutional and segment perspectives are considered before State funds are provided for new programs.

D. Reorganization of the Council Program Review Committee

The Council should reorganize its program committee to include one representative for each segment and four other persons. Each segment board should nominate the person to represent its segment on the Program Committee and the Council should nominate the other four persons, one of whom should be designated as the Committee chairman.

The lack of involvement of representatives of the segments has resulted in the breakdown in the exchange of necessary information and the input of different points of view as new programs are reviewed by the staff. The single Council staff specialist for higher education programs has an intolerable task if he does not have access to the program committee's thinking and advice necessary from outside experts. The proposed change to a semi-annual review by the program committee should obviate the problems which caused a breakdown in the committee review when it had to meet so frequently. Furthermore, it is to be expected that the new program committee will feel free to secure recommendations from outside experts whenever it feels the need to do so, as well as to urge that institutional representatives attend its meetings to provide further clarification on proposed new programs whenever they are being considered.

The Council's program committee should be expected to list its new program recommendations according to priority ratings and to merge its priority list with those of the boards, if necessary, for their inclusion in the appropriate budget cycle.

E. Providing Additional Objective Viewpoint and Professional Expertise

The Council should utilize outside consultants to supplement the work of the committee and staff when highly specialized new programs are being considered or when the committee feels that outside viewpoints are needed to reconcile differences within the committee.

The Council has, on previous occasions, employed outside consultants whose recommendations resulted in programs better suited to the institution and with a savings to the State of several hundreds of thousands of dollars of equipment alone. When the pressure of time is not placed upon

the Council and staff to make hasty judgments, the use of consultants results in long-range benefits to the State both academically and fiscally.

F. *Refinement of Master Plan Instrument for New Program Proposals*

The program specialists on the Council and segment board staffs should work together to refine the Master Plan Instrument for new program proposals in light of the Council and segment board responsibilities and the objectives to be achieved. The Council's Program Committee should review the staff work and make recommendations to the Council for a revised instrument.

The instrument presently in use for proposing new programs is essentially the one which the Council included in its January, 1967 *Annual Report and Recommendations* and contained in the *Master Plan*. There has been sufficient experience in the use of the instrument to warrant a cooperative approach to changing it to include factors which should be considered and eliminating those which may no longer have a bearing on the considerations involved in making recommendations.

G. *Review of Existing Specialized Programs*

The Council staff, in coordination with the segments, should gather information on the enrollments and graduates of existing specialized programs, particularly those which have been authorized during the past five years. The Council, working through its Program Committee, should review the Staff Analysis and make recommendations to the segment boards for the continuance of such programs, their modification or elimination.

In line with the Council's responsibility to advise regarding

coordination of academic activities, particularly as they affect the efficient and economical use of the State's resources, it is expected that there should be review both at the segment level and the Council level for determining the possibility of combining existing low enrollment, high cost specialized programs or the desirability of their continuance. It is not implied that enrollment itself should be the only criteria in considering the continuance of a program. Such consideration should take into account whether the original demand for the program actually materialized, whether the demand has expanded or decreased, or was indeed non-existent.

CONCLUSION

The fact that problems have arisen in the existing procedures should not overshadow the fact that a close working relationship in the majority of cases has existed between the Council staff and those of the segment boards and their institutions. In many instances, the council staff has made recommendations to the staffs of other institutions and agencies which have resulted in a resubmitting of programs with much better data than originally presented, and in other cases with a program proposal being withdrawn because of the information the council staff brought to bear as to its need or the fulfillment of the need at another institution. This cooperative work among staffs does not always come to the Council's attention and indeed does not often appear in the Council's or Board's reports with the result that those not familiar with the working relationships sometimes wrongly conclude that the Council rubberstamps proposals.

The problem which now needs to be worked on is how to work together from the conceptual stage of the program to its final presentation so that the program proposals that reach the presentation stage will be recommended by the Council and approved by the Board with sufficient visibility given to the work involved so that neither the Board nor the Council are accused of rubberstamping program proposals initiated by an institution.

Programs Approved From July, 1970 to June, 1971

The Maryland Council for Higher Education, through its program review procedures, has worked cooperatively during the past year with the segment boards of higher education institutions and with the Department of Budget and Fiscal Planning in reviewing newly proposed programs for institutions of higher education in order to keep duplication to a minimum and to introduce those programs which are relevant to society's changing needs.

<i>Institution</i>	<i>Program and Degrees</i>
Allegany Community College	Electronic Data Processing (AA)
Anne Arundel Community College	Instructional Aide (Certificate)
	Aerospace Technology (AA)
	Air Conditioning, Heating and Refrigeration Technology (AA)
	Civil Technology (AA)
	Dental Assistant (AA)
	Environmental Technology (AA)
	Fire Science (AA)
	Graphic Arts and Printing Technology (AA)
	Hotel Management (AA)
	Industrial Management (AA)
	Photograph Technician (AA)
	Quality Assurance (AA)
Bowie State College	French (BA)
	Psychology (BA)
Catonsville Community College	Air Transportation (AA)
Cecil Community College	General Studies (AA)
Charles County Community College	Estuarine Resources Technology (AA)
Chesapeake Community College	Medical Laboratory Technician (AA)

Dundalk Community College	Arts and Science (AA) Business Administration Business and Industrial Management (AA) Elementary Teacher Education (AA) General Studies (AA) Secondary Teacher Education (AA)
Essex Community College	Radiologic Technology (AA)
Frederick Community College	Instructional Aide (AA)
Garrett Community College	Arts and Sciences - Transfer (AA) General Studies - Transfer (AA) Teacher Education - Transfer (AA) Business Administration - Transfer (AA) Business - Occupational (AA) Secretarial Science - Occupational (Certificate)
Hagerstown Junior College	Food Service Management (AA) Professional Clerk Typist (Certificate) Early Childhood Instructional Aide (AA)
Montgomery College	Fire Science (Certificate) Instructional Aide (Certificate) Food Service Management (AA)
Morgan State College	Physical Education (MS) Recreation Administration and Supervision (MS) Community Mental Health (BS) Urban Planning and Policy Analysis (MA)
Prince George's Community College	Marketing Management (AA) Recreation Leadership (AA)
UMBC	Applied Mathematics (MA) (Ph.D.)

Inventory of Higher Education Programs

The Council published its initial *Inventory of Programs in Maryland's Public and Private Universities and Colleges* in Jan-

uary, 1969. The second edition, which followed the same format, was published in May, 1970. A third edition is planned for release in the near future, and will have a pattern of program organization which is consistent with the manner in which such information is recorded on the HEGIS forms. This consistent form of reporting should greatly simplify the annual task of submitting to the Council information on higher education programs. Furthermore, it is intended hereafter to provide for an annual updating of the inventory by simply returning to the institutions information concerning the programs established throughout the State during the previous academic year.

Periodic Evaluation of Academic Programs to Promote Institutional Efficiency

In an era when all education is called upon to demonstrate its effectiveness, efficiency and productivity because increasing costs are overtaking the financial resources of the states, a profound sense of accountability requires that colleges and universities, both public and private, look anew at the procedures employed in the evaluation of their major academic programs. Faculty pressures to constantly expand or enlarge academic programs must be coupled with joint administration and faculty exploration of such other possibilities as program retrenchment, inter-institutional program merging or program discontinuance. In the final analysis, however, the presidents must be held accountable for the management of institutions to insure that they are returning to the taxpayers maximum educational and social benefits for the financial resources invested. To achieve such a goal, it may be necessary to discontinue selected academic programs which have low student enrollment, which produce relatively few graduates, who, in turn, may have great difficulty in securing jobs commensurate with their education, and which require expensive facilities and equipment to maintain.

The elimination of programs is a most difficult task. No department can be expected to vote itself out of business, and academic divisions are not likely to be much more courageous in that regard. Consequently, the most promising approach is one which involves an overall assessment of the total institutional effort. Such an assessment will require a reconsideration of the

mission of the colleges, the identification of the academic disciplines essential to the fulfillment of the mission, the critical mass of students to be served in each major academic area, and the number and types of administrative and faculty personnel needed to perform the essential tasks. The scale of each aspect of total institutional operation must also be decided in the light of the financial resources which are available.

While it is up to the imagination and initiative of each institution to proceed in the evaluation of programs which might lead to their pruning, it might be well to approach the problem with an effort in some way comparable to that with which an institution prepares for a periodic visit of a regional accrediting agency.

The Need for Comprehensive, Integrated Planning of Programs in Areas of Critical Need

Local, state and national attention which has been focused upon problems of the environment, the allied health professions and child care and early childhood education indicate the need for comprehensive, integrated planning for the development and reorganization of higher education programs.

Solutions to our environmental problems will require not only some new academic programs, but also additional research and service activities which will produce the personnel needed to bring to ecological studies the dimension of environmental engineering and the impact of applied science. In this academic area a great need is the restructuring of traditional curriculum majors and a rethinking of teaching approaches which can result in the integration and reorganization of concepts and knowledge among the different disciplines, as exemplified in bioengineering. That discipline incorporates the knowledge in mathematics, biology, physiology, psychology, agriculture, industrial engineering and medicine into one syllabus. Such an approach will enable man to deal with the problems found in the interfacing of air, land and water as a consequence of man's pollution. While it is expected that Maryland will make a contribution to the solution of some of the national problems, sight must not be lost of the importance of the Chesapeake Bay to the economy and life of the State.

The broad field of allied health is in need of serious

attention by the State's colleges and universities. Problems of licensure and certification are unsettled and complex, but some decisions which must be made cannot await the final determinations as to the modes of the delivery of health services in the future. Institutions must develop appropriate core curricula for allied health, and proper balances between theoretical work and clinical experience must be established. Again, comprehensive, integrated program planning is a necessity.

Finally, Child Care and Early Childhood Education are current concerns of national interest, and they have broad significance for higher education in the State. The proponents of child care are currently divided into two main camps, child custody on the one hand and early childhood education on the other. The presence of the debate, however, should not be allowed to obscure the need for a study of the manpower needs in the area and the planning of programs appropriate to the meeting of those needs.

Chapter IV

HIGHER EDUCATION FACILITIES

Facilities Inventory

The annual inventory of physical facilities at all public and private institutions for higher education was updated showing space distribution for the fall of 1970. The complete data for each institution has been published in a volume, entitled, *Maryland Higher Education Planning Statistics 1971* (Volume II) "Physical Facilities Inventory - Fall 1970." A summary of the facilities and full time enrollment as reported by the institution is contained in Table A.

The net assignable square feet listed in this tabulation does not include auxiliary enterprises (*i.e.* residential, food service, etc.) nor facilities assigned to non-institutional agencies.

The tabulation showing the computed net assignable square feet per full-time student should be used with caution. The systems for computing full-time students at the undergraduate, graduate and professional levels vary from segment to segment, and on some occasions within segments. Furthermore, some institutions have significantly large enrollments of part-time students which demand space. The tabulation does, however, afford order of magnitude comparisons for institutions of similar types and sizes on the basis of full time student load. It should also be noted that several colleges have significant numbers of part-time students who attend during the day and therefore place a load on facilities along with full-time students. The present HEGIS reporting system used by the U. S. Office of Education does not distinguish between daytime and nighttime students. It is planned to rectify this in the future so that the facility load may be estimated on the basis of full time equivalent day students.

TABLE A
TOTAL CAMPUS FACILITIES

Institution	Net Assignable ¹ Square Feet	Number Full-Time Students	NASF Per Full-Time Student
Allegany Com. Col.	116,824	762	153.3
Anne Arundel Com. Col.	95,582	1,501	63.7
Comm. Col. of Balto.	180,458	3,172	56.9
Catonsville Com. Col.	124,006	2,601	47.7
Charles Cty. Com. Col.	50,299	327	153.8
Essex Com. Col.	96,109	1,846	52.1
Frederick Com. Col.	73,348	540	135.8
Hagerstown Jr. Col.	47,773	858	55.7
Harford Com. Col.	90,422	994	91.0
Montg. Col. Takoma Pk.	58,880	1,265	46.5
Mont. Col. Rockville	204,927	3,661	56.0
Prince Geo. Com. Col.	170,215	3,369	50.5
Chesapeake College	65,555	291	225.3
Howard Com. Col.	44,558	248	179.7
Cecil Community Col.	60,800	140	434.3 ²
Total Community Col.	1,479,756	21,575	68.6
Bowie St. Col.	108,667	1,274	85.3
Coppin St. Col.	90,116	1,366	66.0
Frostburg St. Col.	218,318	2,005	108.9
Morgan St. Col.	263,334	4,926	53.5
Salisbury St. Col.	112,143	1,247	90.0
St. Marys Col. of Md.	162,128	782	207.3
Towson St. Col.	617,156	5,955	103.6
Total State Col.	1,571,862	17,555	89.5
Univ. of Md.-Col. Pk.	2,318,806	28,655	80.9
Univ. of Md.-Balto. City	730,904	2,730	267.7 ³
Univ. of Md.-Balto. Co.	423,551	2,811	150.7
Univ. of Md.-East Shr.	138,167	646	213.9
Total Univ. of Md.	4,660,319	34,842	133.8
Total Public	7,711,937	73,972	104.2
Cap. Inst. of Tech.	10,434	127	82.2
Washington Bible Col.	26,300	229	114.8
Balto. Col. Commerce	12,899	250	51.6
Balto. Hebrew Col.	17,062	74	230.6
Col. of Notre Dame Md.	152,234	617	246.7
Columbia Union Col.	116,636	690	169.0
Goucher Col.	159,787	1,034	154.5
Hood Col.	159,355	608	262.1
Johns Hopkins Univ.	770,956	3,108	248.1
Loyola Col.	112,652	1,031	109.3
Maryland Inst. of Art	89,672	991	90.5
Mt. Saint Agnes Col.	55,257	275	200.9
Mt. St. Marys Col.	157,437	1,095	143.8
Ner Israel Rabb. Col.	42,574	290	146.8
Peabody Conserv. Music	83,263	304	273.9
St. Johns Col.	107,545	327	328.9
St. Josephs Col.	122,524	496	247.0
St. Marys Semin. Univ.	298,916	566	528.1
Univ. of Balto.	109,800	2,119	51.8
Washington Col.	143,981	667	215.9
Western Maryland Col.	272,225	1,080	252.1
Total Priv. 4-Yr.	3,021,509	15,978	189.1
Mt. Providence Jr. Col.	14,536	41	354.5
Villa Julie Col. Inc.	16,641	219	76.0
Kirkland Hall Col.	21,822	86	253.7
Total Priv. 2-Yr.	52,999	346	153.2
Total Private	3,074,508	16,324	188.3
U S Naval Academy	1,571,655	4,356	360.8
Total Serv. Academy	1,571,655	4,356	360.8
Total State	12,358,100	90,296	136.9

SOURCE: HIGHER EDUCATION GENERAL INFORMATION SURVEY (HEGIS)

¹ Does not include auxiliary facilities or non-institutional facilities.

² Shared facilities at the high school and other schools in Elkton, Maryland.

³ Under Study for Revision.

Trends in Capital Costs of Higher Education Facilities

The rapid rise in construction costs over the past few years has been a matter of concern to the Council as well as other State agencies. In the period 1961-1970, the overall cost of construction of college buildings (nationwide) rose 41%. The increases in costs can be identified and subdivided as follows:

Item	1961-1970 Cost Increase
Building Materials	23.3%
On-Site Labor	79.6%
Off-Site Labor	<u>64.4%</u>
Overall Increase (Weighted)	41.0%

The increases have been higher, percentage-wise, over the past few years because of the marked inflationary spiral.

The Council's Committee on Institutional Facilities, which includes architects and builders as well as representatives of several public and private institutions, made a study of the inflationary trends in the cost of facilities for higher education in Maryland. The Committee recommends that State agencies and institutions use the following factors for projecting the inflation of costs of higher education construction in the near future:

1971-72	12% per year
1973-74	15% per year
1974-78	12% per year

TABLE B
FACILITIES COSTS
FOR PUBLIC HIGHER EDUCATIONAL INSTITUTIONS
IN MARYLAND

	Total Enrollment ¹ (Degree Credit)	Capital Budget ² Authorization
1960	30,293	6,869,800
1961	36,972	11,400,000
1962	39,745	15,149,200
1963	47,698	18,479,900
1964	55,994	30,958,495
1965	65,849	24,894,900
1966	68,828	17,953,700
1967	81,550	25,128,200
1968	92,583	30,891,100
1969	104,819	41,797,500
1970	118,811	31,128,800
1971	127,498 ³	41,314,000

¹U.S. Office of Education *Reports of Opening Fall Enrollment* – 1960-1970

²State of Maryland, Department of State Planning – *Capital Improvements Authorized by General Assembly 1955 through 1970*, October 1970

³MCHE Projection Model

In Table B, the amounts authorized by the General Assembly for capital improvements for higher education for the years 1960-1971 have been tabulated along with the total enrollment in public colleges and the university. These data have been presented graphically in Figure 1 to emphasis the trends. The first trend indicated is the marked fluctuation in capital appropriations over the past ten years; the second trend is the more rapid rate of increase in capital costs over the steady rate of increase in enrollment. The latest projection of growth in total enrollment in all public higher education institutions indicates an increase from 127,498 in 1971 to approximately 206,833 in 1981 — an increase of approximately 62%.

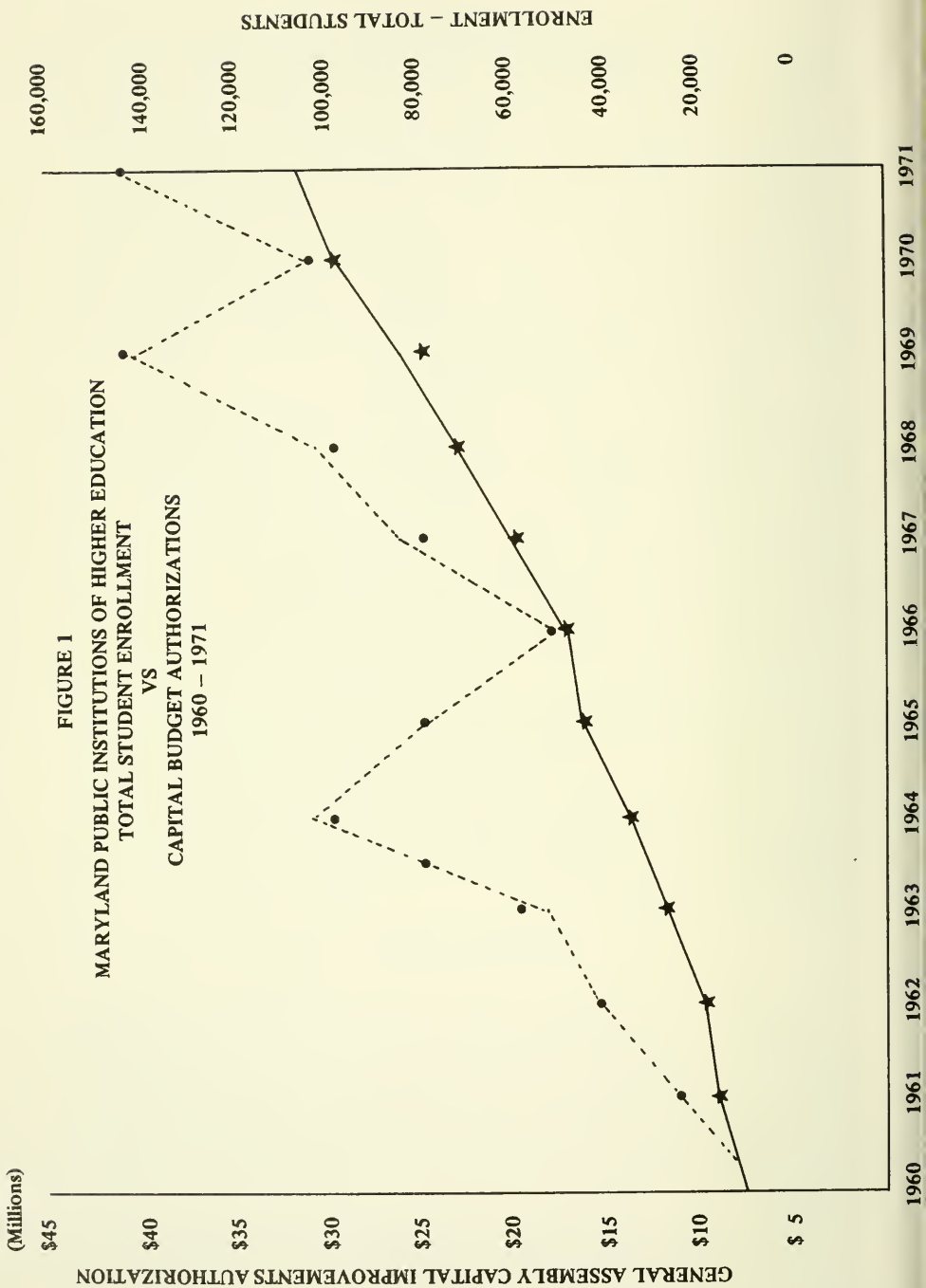
Although the cost of capital improvements may not increase in direct proportion to this projected growth because of some existing overages in facilities, the State should anticipate that the capital budget for higher education facilities will increase to approximately \$124 million per year by 1981 due to inflation alone. Because of these anticipated capital costs and the accompanying increases in operating costs, new ways must be explored to increase the effectiveness and economy of educational facilities.

The Council is now pursuing studies with this objective in mind using State and federal funds made available through a grant. During the past year research was initiated on space utilization, section sizes for various disciplines and academic levels, and further work is being done to study enrollment by discipline. It is anticipated that preliminary reports will be complete in about a year.

New Institutions

Dundalk Community College started its first classes in temporary-shared accommodations in local schools and churches within the community in the fall of 1971. On October 12, 1971, Dr. John E. Ravekes, the first President, broke ground for the College's first new building on Sollers Point Road in Baltimore County. The college's total opening fall enrollment was 503.

Garrett County Community College was inaugurated in its new facilities at McHenry, Maryland by Dr. Luther Shaw, the first President. The college's opening total fall enrollment for 1971 is 142.



Chapter V

OTHER COUNCIL STUDIES & ACTIVITIES

During the past year the Council carried on a number of studies and activities some of which are highlighted in this Chapter.

Formula Budgeting

The concept of a formula for support of public higher education in Maryland was set forth in the Council's *Master Plan for Higher Education in Maryland, Phase One*, with the recommendation that:

"A formula for support of institutions of higher education should be developed, taking into account such factors as student-faculty ratio by level, relative percentage of total allotment for instruction and other functions, nature of curricular offerings and competitive faculty salary schedule."

In the past year, the Council staff published a document, entitled, *A Framework for State Budgeting for Institutions of Higher Education*, which proposes a budgeting system employing criteria which would help to provide equity in funding among the three segments of higher education as well as a more manageable budget process by providing information in a program format with display of criteria which reflect the major policy decisions made in formulation of the budget.

At the present time, the Finance Committee of the Council, composed of representatives from the three segments of higher education, State agencies involved in the budget process, and lay citizens are studying the staff document in order to make revisions and reach a consensus on a recommendation pertaining to budgeting to make to the Governor and the Legislature. It is anticipated that this recommendation will be made prior to July, 1972.

Copies of the staff report are available from the Council upon request.

Allied Health Manpower Study

In June of 1971, the Council, as part of its function of examining needs for higher education programs in the State and to keep duplication of programs to a minimum, expressed concern about the number, quality and type of allied health programs which are being proposed by both public and private institutions. The Council has undertaken to coordinate a study of health manpower needs and program requirements in the allied health professions area. The Council, at its August 1971 meeting, requested its staff to plan the study of health manpower needs making the most effective use, through coordination of effort, of the work and studies of various specialized groups in the State who are already making investigations of need in their areas and preparing proposals to meet these needs. The staff will present a report of its initial findings in the early part of 1972.

Governor's Conference on Higher Education

The Maryland Council for Higher Education sponsored a one-day Governor's Conference on Higher Education on Friday, November 5, 1971 at the Center for Adult Education at College Park. The theme of the Conference was "Accountability: Higher Education and the General Welfare of Maryland".

Keynote speakers were Governor Marvin Mandel, Mr. William P. Chaffinch, chairman of the Council, Dr. Wesley N. Dorn, director of the Council, and Mr. Watts Hill, Jr., former chairman, North Carolina Board of Higher Education.

Mrs. Leonard B. Cox, who was Council chairwoman of the Governor's Conference Committee, presided over the opening session which provided: an audio/visual overview of "Higher Education Today - What and Where We Start From" presented by Dr. Dorn; a clear-cut statement by Mr. Chaffinch indicating that "The Time for Change is Now"; and an address by Mr. Hill pointing out to institutions and boards how to go about "Accommodating to Change".

Five concurrent workshops examined the nature, support, structure, expansion and delivery of higher education in the State. Mr. Fred H. Spigler, the Governor's administrative officer for education, presided over the session which reviewed the proceedings and recommendations of the morning workshops.

The Workshop examining the Nature of Higher Education was chaired by Edward V. Hurley, Member, Board of Regents of the University of Maryland. Calvin B. T. Lee, Chancellor of the University of Maryland, Baltimore County Campus, spoke on "New Educational Concepts — Their Value in Shaping the Future of Higher Education in Maryland"; Robert Barringer, President of Catonsville Community College spoke on "Student Potential for Renewing American Life and Institutions"; and Leonard H. Rosenberg, Chairman of the Maryland Public Broadcasting Commission, spoke on "The Present Image of Higher Education — What Needs Redoing".

The Workshop examining the Support of Higher Education was chaired by R. Kenneth Barnes, Deputy Secretary, Department of Budget and Fiscal Planning. The Honorable John J. Kent, Jr., Delegate to the Maryland Legislature, spoke on "Determining the Kind of Level of Support for Higher Education — The Issues Involved" and Joseph Shane, Director, Employer-Employee Relations of the Maryland State Department of Personnel, spoke on "Unionization: The Dilemma of a Profession and Its Impact on the Support of Higher Education".

The Workshop examining the Structure of Higher Education was chaired by Clifford C. James, Dean Emeritus, School of Business, University of Baltimore. The Honorable George E. Snyder, Maryland State Senator, spoke on "Structure and Governance — The Issues from a Legislator's Point of View" and the Honorable Frank B. Pesci, Delegate to the Maryland Legislature, spoke on "The Need for Coordination and Alternate Proposals for Achieving It".

The Workshop examining the Expansion of Higher Education was chaired by Mrs. Sherman Ross, Chairman, Board of Trustees, Montgomery College. The Honorable Louis Goldstein, Comptroller of the State of Maryland, spoke on "Taxes and Higher Education Needs and Priorities" and Homer E. Favor, Dean of the Center for Urban Affairs at Morgan State College, spoke on "Educational Programs: Questioning the Old, Making Room for the New".

The Workshop examining the Delivery of Higher Education was chaired by Ellery B. Woodworth, Secretary of the Maryland Council for Higher Education. Frederick Breitenfeld, Jr., Executive Director of the Maryland Public Broadcasting Commission, spoke on "The New Technologies: Help or Threat to the College

Professor?" and Nancy O. Parker, former editor of the UMCP "Diamondback", spoke on "A Fresh Look at the Learning Process — Reordering Responsibilities".

The Governor's Invitational Conference was attended by thirty-three presidents and chancellors of public and private institutions. More than three hundred outstanding citizens, board members and leaders in education and state government registered for the Conference.

The Governor delivered the closing address which stressed the need for reforms and coordinated change indicating that in the interim, while the Governor's appointed Task Force studied the reorganization of education in the State, the Maryland Council should be the agency responsible for coordination.

Higher Education Information System

During the past year, the Council continued to coordinate the collection of the U. S. Office of Education's Higher Education General Information Survey (HEGIS) data from all public and private institutions in the State. This survey provides a great variety of essential data covering information on students, academic programs and degrees, finances, facilities, faculty and institutional enrollment projections.

As a further development of this management information system, the Council in the course of the past year, compiled and published two volumes of Higher Education Planning Statistics. Volume I contained detailed information on Degrees Granted in Maryland Institutions and Volume II provided comprehensive details on Physical Facilities Inventories of Public and Private Higher Education Institutions. These volumes will be published on an annual basis. Additional volumes will be developed during the coming year that will cover other areas of importance in higher education.

The Council has continued to develop other sources of data. One such source is the Council's constantly refined enrollment projections model which gives enrollment estimates by segment and sector, by year, through the 1980's. An output from this enrollment projection model is included in Chapter II of this Report.

Enrollment Projections

For a number of years, the Council has been developing computer techniques and models for projecting future enrollments in Maryland institutions of higher education. At the present time, the Council has a model which projects full-time and part-time enrollments in each segment — undergraduate and graduate — and a model which projects total enrollment by individual institution. Current projections made by these models are contained in Chapter II of this report.

The need has been identified to construct a model which will allow for inputs of local unit data to determine future potential enrollments particularly of community colleges as a result of alternative policy decisions. Such a model is currently under development by the Council, and it is anticipated that it will be operational by the spring of 1972.

Auxiliary Facilities Support

The Maryland Council for Higher Education at the request of the Joint Budget and Audit Committee of the Legislative Council, Maryland General Assembly conducted a study of the building and operating of the auxiliary service enterprise of the Maryland public colleges. Copies of the results of the study are available upon request from the Council.

The report indicates that the community colleges have a total of 6 student unions with 160,200 gross square feet, and 1 vending machine building with 6,000 gross square feet. The State Colleges have 39 dormitory and other housing buildings with 954,831 gross square feet, 5 dining halls with 144,665 gross square feet and 3 student unions with 66,808 gross square feet. The University of Maryland has 69 dormitory and other housing buildings with 2,541,618 gross square feet, 5 dining halls with 202,798 gross square feet, 2 student unions with 208,031 gross square feet and 15 buildings in the remaining classifications with a total of 203,760 gross square feet.

Of the 145 buildings reported for auxiliary purpose use, 19 have less than 15 years remaining useful life with a total gross square footage of 402,764. The breakdown of space by category

indicates that 10% of the total existing square feet of dormitories has less than 15 years life and 9% of the total existing square feet of student unions has less than 15 years life.

The Council staff estimated the additional space that will be needed by 1980 for auxiliary purposes exclusive of residential, based on the projected full-time equivalent enrollment for each institution. Space factors consistent with existing planning factors in Maryland and other states were used, but they were adjusted to account for actual practice in Maryland Colleges as they now exist.

By 1980 (in 1970 dollars):

40 million dollars are necessary to provide the additional facilities in Community Colleges.

13 million dollars are necessary to provide the additional facilities in State Colleges.

16 million dollars are necessary to provide the additional facilities in University of Maryland branches.

Of the 997,823 gross square feet of space necessary by 1980 in Community Colleges, only 91,400 gross square feet is now planned for use by 1975; of the 329,077 gross square feet necessary by 1980 in State Colleges, only 171,331 gross square feet is now planned for use by 1975; and of the 398,569 gross square feet necessary by 1980 in the University, only 78,300 gross square feet is now planned for use by 1975. The total gross space now planned by 1975 is less than 20% of the total space calculated to be necessary by 1980. The unavailability of State money for auxiliary service space at the present time is probably the factor responsible for the current lack of planning.

By 1980, it is estimated that there will be need for 6,427 additional dormitory beds in Maryland public colleges, and that 1,771 existing beds in sub-standard space will need replacement. The total expenditure for these beds in 1970 dollars will be approximately 69 million dollars — 36 million at the State Colleges, and 33 million at the University of Maryland.

Of the total gross square feet needed by 1980 for dormitories, 60% of the space is now planned for use by 1975.

Glossary

Using Federal funds, the Council in 1970 began compiling, as foundation for the development of a comprehensive and compatible data system, an educational glossary, which encompasses the following categories for the definition of terms:

- a. students
- b. faculty
- c. administrative and non-academic personnel
- d. facilities
- e. major supporting equipment
- f. budget and finance

The purpose of the *Glossary* is to provide a common-language base for record-keeping and data reporting among the segments of higher education in the State and State agencies concerned with higher education.

Because of the magnitude of the project and the broad range of terms in the *Glossary*, the Council recommended that the preliminary edition of the document be studied by the Council's Data Committee. On this Committee are subject specialists in the areas of higher education administration and finance, faculty and student personnel, and institutional facilities. The Committee has representation from all segments of higher education, both public and private, as well as from outside educational associations. The Committee will conclude its review and suggested alterations on *Glossary* terms in early 1972. A second working edition will be made incorporating the alterations made by the Committee, and this edition will be sent to higher education institutions for their review. After a five month review by the institutions, their suggested alterations to the terms will be studied by the committee and a final edition of the *Glossary*, when adopted by the Council, will be made available to higher education institutions, State agencies and various associations interested in higher education.

Student Financial Assistance

The Council was represented on the Governor's Task Force on Student Financial Aid Programs which studied current student financial assistance programs and made recommendations

for a new system of financial assistance for needy students. The Council's staff developed a student assistance computerized model for the Committee which estimates the gap between the money parents can afford to spend for education, based on income and family size, and the actual cost of education, and allows for alternate methods of satisfying the gap based on differing policy decisions.

The major features of the proposals are:

1. The present patchwork system should be replaced by a comprehensive student assistance program which is flexible enough to adjust to present and future Federal aid.
2. A uniform system of analyzing the need of each student should be established.
3. State assistance should be provided only to students who can meet these need criteria. The only other requirement should be admission to an approved post-high school institution.
4. Students attending any approved post-secondary public, private or vocational-technical institution should be eligible for assistance.
5. Primary emphasis should be placed on student self-help loans. Incentives should be provided to banks to make available more money for student loans; one of these incentives would be the establishment of a secondary loan market, to enable banks to keep more of their funds in student loans.
6. The current scholarship programs — except for specialized scholarships for war orphans, firemen and their orphans, medical students, teachers of the deaf, and "other race" students under the Desegregation Plan — should be phased out. The funds now used for these scholarships would be used for grants to students whose need cannot be satisfied through loans.
7. Grants should go only to students attending Maryland institutions, except for those attending out-of-state colleges under special agreements. And although loans would be available to any student, grants should not be provided to graduate students other than those in fields in which the State

- faces critical needs (such as general medicine).
8. Grant money would be allocated to each institution, public and private, based on a formula determined by aggregate need of all the students at that institution.
 9. The administration of all State assistance programs should be consolidated under the direction of the Maryland Council on Higher Education. The financial aid officer of each institution, however, would decide on the appropriate mix of loans, work-study and grants for each student at that institution. This approach would allow the person most familiar with each student's individual circumstances to tailor a "package" to that student's needs.
 10. The entire system should be in effect for the 1973-74 school year, except for the strengthened student loan program, which should begin operations in July 1972.

Library Automation

In 1970, the Council published its document, *Proposed Library Standards and Growth Patterns for Maryland Public Higher Education Institutions*. The study pointed out that some State Colleges have inadequate library collections, and a means for improving these holdings would be a step in the right direction.

In the summer of 1971, the Department of Budget and Fiscal Planning conducted a study on the feasibility of library automation in the State as a means for improving the time element in library purchasing and book processing. This report along with the Council's Report prompted the Council's Library Study Committee to establish a subcommittee on Library Automation to study the Cost/Benefits of library automation. This subcommittee is composed of librarians from public and private colleges and a staff member of the Council, the State Department of Budget and Fiscal Planning, the Towson Data Center and the University Library Data Center.

The Library Automation Subcommittee, as a result of its study proposed to the Council (1) that Library Automation be

started in State colleges by fiscal year 1973 and (2) that State College library automation be centralized at the College Park Campus of the University of Maryland which has had library automation for the past ten years, in order to take advantage of their existing facilities and professional experience.

A detailed report from the Library Automation Subcommittee will be made available in early 1972.

Student Residency

At the request of Lt. Governor Blair Lee III, the Council established an Ad Hoc Committee on Student Residency to study the practices of the public institutions of higher education in Maryland regarding the methods by which they determine a student's residency status for tuition purposes. The Committee was chaired by Mr. Don R. Kendall. The following Council members served on the committee:

Mrs. Thelma B. Cox
Mrs. Gertrude H. Crist
Dr. R. Lee Hornbake
Mr. Edmund C. Mester
Mr. Alvie Spencer, Jr.

Assisting the Committee was Dr. Robert F. Carbone, Dean, School of Education, University of Maryland, College Park.

The following guidelines were prepared after careful analysis of the procedures currently applied at institutions of higher education in Maryland, and an examination of what is current practice in other states across the nation. It is recognized that all questions for all people cannot be answered by these guidelines, but it is felt that their acceptance will result in uniform, statewide policy which hopefully will mean equitable determinations of the residence classification of students for tuition purposes, attending public institutions of higher education in Maryland.

STUDENT RESIDENCY CLASSIFICATIONS FOR TUITION PURPOSES IN MARYLAND PUBLIC INSTITUTIONS OF HIGHER EDUCATION

Catalog Statement

1. *General*

The tuition charge at a public college or public university (including community colleges) in Maryland (hereinafter referred to as an "institution"), is based in part on whether the student is considered a resident or non-resident of this State. The tuition for residents is less than that charged non-residents. To qualify as a resident for tuition purposes for any given semester, the individual must have maintained his/her domicile* in Maryland for at least six months immediately prior to the last date available for initial registration for that semester in the applicable institution.

2. *Minors*

The residence of a person under the age of twenty-one at the time of his/her registration in an institution shall be considered to be that of the parent or legal guardian having custody of the minor, or in extraordinary circumstances, the person *in loco parentis*** determined by the residency appeals committee.

A minor whose parent, legal guardian, or person *in loco parentis* (if applicable) moves his/her legal residence from Maryland to a location outside the State shall be considered a non-resident after six months from the date of such removal from the State.

3. *Adults*

A person twenty-one years of age or older is a resident if he/she has maintained continuous domicile in Maryland for six months immediately prior to the last date available for initial registration.

4. *Emancipation*

Minors claiming emancipation from their parent, legal guardian, or person *in loco parentis* (if applicable), must present documentary proof of such claims to the residence classification

officer for a decision. Minors claiming emancipation must meet the domicile requirements of an adult listed above.

5. *Married Students*

The residence of a married minor shall be determined in the same manner as an adult. The husband and wife must each establish residency even though they live jointly.

6. *Military Personnel*

No Maryland resident shall be automatically presumed to have gained or lost in-state residence in Maryland while serving in the Armed Forces. Members of the Armed Forces not from Maryland at the time of entrance into the Armed Forces and stationed here may be considered residents of this State if they establish domicile in Maryland.

7. *Foreign Nationals*

Any alien who is considered to be a permanent immigrant to the United States must meet the domicile requirements of an adult or minor as listed above.

8. *Change of Status*

The residence classification of a student is determined at the time of initial registration but may thereafter be changed for any subsequent semester if circumstances change in relation to these regulations. Students may request a review of classification by contacting the residence classification officer at their institution.

9. *Responsibility of Students*

Any student or prospective student in doubt concerning his/her residence status is responsible for receiving a ruling from the designated residence classification officer of his/her institution. A student who alters his/her status from resident to non-resident or vice-versa, has the responsibility of informing the residence classification officer. The residence status of the student may be altered by the institution on the basis of its own findings.

10. *Appeals*

Any student may appeal his/her classification by requesting

a meeting before the institution's appeals committee.

* The word "domicile" as used in this regulation shall mean the permanent place of abode. For the purpose of residency for tuition purposes, only one domicile may be maintained. Domicile must be established in Maryland for a purpose independent of attendance at an institution.

** A person stands *in loco parentis* to a student when he has put himself in the situation of a lawful parent by assuming the obligations incident to the parental relation without going through the formalities necessary to legal adoption. The determination of such status will be on a case-by-case basis by the residency appeals committee, which will consider who has custody or control of the student, who is financially supporting the student and who has assumed general responsibility for his/her welfare.

Administrative Guidelines and Definitions of Terms

The following guidelines and definitions of terms have been developed to assist the residence classification officers at public institutions of higher education in Maryland in the determination of a student's residence classification for tuition purposes while attending such an institution in the State.

Administration of the Program

1. *Residence Classification Officer:* It is suggested that each institution assign one administrator with the duty of residence classification officer. Whoever may be assigned this duty, notice of the assignment should be made public so that all students are aware of the individual at their institution responsible for residence classifications.

a. Duties

- 1) Assignment of resident/non-resident classification to students.
- 2) Referral of students with extraordinary circumstances to residency appeals committee.

2. *Residency Appeals Committee:* It is suggested that each institution in Maryland establish a residency appeals committee.

The decision of the committee may be appealed to the chief administrative officer of the institution. Further appeal is to the courts.

Domicile

1. *Establishment of domicile:* The term domicile is synonymous with residence. Domicile is a person's permanent place of abode; namely, there must be an intention to live permanently or indefinitely in Maryland. Domicile must be established in Maryland for a purpose independent of attendance at an institution.

2. *Maintenance/change of domicile:* A domicile in Maryland is lost when a new one is established elsewhere, or if an individual leaves the State with no intent to return to Maryland. After residing elsewhere for six months, regardless of intent to return, his/her status as a resident for tuition purposes is in question. The burden of proof of domicile necessarily rests with the students.

3. *Domicile of a minor:* The domicile of an unmarried, unemancipated minor is normally that of the parent having custody of the minor. The following extenuating circumstances apply here:

a. If both parents are deceased the domicile of the minor shall normally be that of the legal guardian if one has been appointed. If no legal guardian has been appointed, the minor's domicile shall normally be that of the person *in loco parentis*** to the minor.

b. If the parent having custody of the minor changes his/her domicile to another state, the student shall be charged out-of-state tuition for any semester commencing six months after the parent having custody changes his/her domicile.

c. It should be noted that a non-resident student who reaches the age of twenty-one while attending a public institution of higher education in Maryland *does not* qualify for classification as a resident for tuition purposes simply by virtue of having become an emancipated student.

d. An emancipated student is considered an adult for the purpose of determining his/her residence classification.

4. *Domicile of a married woman:* A married woman must

establish her domicile independently of her husband but in accordance with these regulations. The following extenuating circumstances apply here:

- a. A divorced woman must establish her own domicile.
- b. A separated woman must establish her own domicile.
- c. A minor whose marriage is annulled takes on the domicile of her parent, legal guardian, or person *in loco parentis*.
- d. A woman over twenty-one whose marriage is annulled is responsible for establishing her own domicile.

Emancipated Student

Normally one or more of the following documents are needed to substantiate any claim of emancipation by a minor:

1. Proof of place and length of domicile in the State.
2. Marriage certificate.
3. Court order declaring student under the age of twenty-one is emancipated from his/her parent or legal guardian.

a) Note that a notarized letter and a copy of the previous year's tax return from the parent(s) or legal guardian may suffice here if the costs of obtaining a court order place an undue financial burden on the student.

Military Personnel

The dependents of men and women in any branch of the Armed Forces who are stationed in Maryland and who have established domicile in this State six months prior to their first registration are granted residence status for tuition purposes. A member of the Armed Forces who was a resident of Maryland at the time he/she entered the Armed Forces, retains his/her residence status as long as he/she is in the Armed Forces, provided he/she does not establish domicile elsewhere.

1. *Members of the Armed Forces sent to campus for study:*
In the case of an adult sent by a branch of the Armed Forces to a public institution of higher education in Maryland for the purpose of completing degree requirements, in-state tuition may be granted.

Aliens

An adult alien holding a permanent immigrant visa and who establishes domicile in Maryland for at least six months prior to registration at an institution in the State may be considered a Maryland resident for tuition purposes.

1. *Student Visas*: An alien possessing a student visa *cannot* be classified as a resident of Maryland.

2. *Minor sons or daughters of citizens from another country*: The minor sons and daughters of citizens of other countries who are holders of a G-4 visa and whose parent(s) or legal guardian establish domicile in Maryland for a period of six months prior to registration may be granted residence status for tuition purposes.

3. *Refugee visas*: Adults on refugee visas of other countries may be granted Maryland residence status provided they establish domicile in the State for a period of six months prior to their first registration at a public institution of higher education in Maryland. Minors acquire the residence of their parent(s) or legal guardian.

** A person stands *in loco parentis* to a student when he has put himself in the situation of a lawful parent by assuming the obligations incident to the parental relation without going through the formalities necessary to legal adoption. The determination of such status will be on a case-by-case basis by the residency appeals committee, which will consider who has custody or control of the student, who is financially supporting the student and who has assumed general responsibility for his/her welfare.

Articulation

The Articulation Study (PASS) — The Patterns of Academic Success Study — which was authorized by the Council has been underway for a period of one year, and the first report was submitted to the Council in September 1971. This first report deals with the 1968 Student Transfer Population between State institutions of higher education to provide some descriptive summaries of these transfer students.

The second report of this statewide study will deal with the freshmen entering colleges in the fall of 1970, and it is intended that the tracing of the progress of these students through a period of four years will provide a longitudinal dimension to those problems that students may face in their efforts to earn collegiate degrees and certificates.

At present the Council's Articulation Committee is in the process of reviewing the first report submitted by the consultants.

Facilities Audits

On behalf of the U. S. Office of Education (USOE), the Council Staff conducted a detailed audit, including field surveys, of the inventories of physical facilities reported by both public and private institutions of higher education in Maryland. The USOE found this audit necessary to improve the accuracy of the Higher Education General Information Surveys which it conducts annually. The USOE partially funded this effort and sponsored the establishment of a non-profit organization — Higher Education Facilities Services, Inc. (HEFS) to coordinate the survey and audit.

In a letter dated February 22, 1971, the HEFS, on behalf of the federal government outlined the problem succinctly in the following statement:

“National Concern. The fact is of some concern at the national level that, after three years of the comprehensive facilities planning program and the expenditure of millions of dollars in the effort, many institutions still do not have a valid facilities inventory, and others report the same space data year after year. Not much imagination is required to visualize a growing debate as to whether the effort justifies continued expenditures. Going a step further, if the educational community does not know what space it has and how efficiently it is used, is any valid basis available upon which to seek facilities funds from the Administration and Congress? Experts have forecast that over two billion dollars per year are needed for the next few years to provide facilities to accommodate increases in college enrollment. The

arguments to the Administration and Congress are weakened by the failure of the educational community to provide valid data on existing space and its utilization.”

The field audits by the Council Staff revealed that some institutions are still improperly classifying space, some have incomplete and outdated inventories, and others do not know how to measure and compute the square feet of available space. The inventory of facilities this year is a marked improvement over that made in previous years. Several factors contributed to this improvement:

- 1) The Council published a new instruction manual for inventorying and classifying space.
- 2) Staff members, with the aid of consultants, conducted on-site instruction in the manuals at several colleges. This effort will be continued and expanded in future years pending the availability of federal funds or other financial aid.
- 3) The Council Staff assisted several colleges in the classification of space and the preparation of an inventory.

Space Standards and Projection Manuals

With the aid of federal funds for comprehensive planning, the Council has engaged the services of a consulting firm to develop two new space manuals. The first will be a *Space and Utilization Standards Manual* setting forth space norms, guidelines and utilization standards as well as the definitions and procedures for its use. This manual will be primarily for use in relation to design of individual educational facilities.

The second manual, entitled *Space Projection Manual*, will provide a projection system for use by institutions in developing their future requirements for physical facilities including both capital and operating costs.

The contract and Council's plans provide for the coordination of the development of these manuals with representatives from the institutions, State and local boards and several State departments and agencies concerned. It is also planned to hold instructional workshops for users of the manuals. The project is scheduled for completion in early 1972.

1971 Council Publications

Auxiliary Facilities in Maryland's Public Colleges and Universities, June, 1971

Faculty Participation in Governance, Faculty Dismissal, Student Responsibilities, Rights and Freedoms, February, 1971

Financial Aid Programs in Maryland's Public and Private Institutions of Higher Education (2nd Edition), September, 1971

Framework for State Budgeting for Higher Education Institutions in Maryland, May, 1971

Higher Education Data Notebook (Contained numerous data sheets of higher education statistics). This notebook was distributed to all registrants at the Governor's Conference on Higher Education, sponsored by the Maryland Council for Higher Education, November, 1971

Higher Education Facilities Classification and Inventory Procedures Manual, June, 1971

Maryland Higher Education Planning Statistics, 1971 (2 Volumes)

Volume 1 — "Degrees Granted by Maryland Institutions, 1970"

Volume 2 — "Physical Facilities Inventory in Maryland Public and Private Higher Education Institutions"

New Public Four Year College or University Branch in Central Maryland (Preliminary Study), November, 1971

Union List of Collections in Maryland Libraries, December, 1971
(In cooperation with State Department of Education)

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